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Pennsylvania. Committee of
Public Safety.
First Report of the
Executive Committee to the

THE COMMITTEE OF PUBLIC SAFETY
OF THE
COMMONWEALTH OF PENNSYLVANIA

FIRST REPORT
OF THE EXECUTIVE COMMITTEE
TO THE
COMMITTEE OF PUBLIC SAFETY

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THE
COMMITTEE OF PUBLIC SAFETY
of the
Commonwealth of Pennsylvania

FIRST REPORT

of the Executive Committee to the Committee
of Public Safety

"It would be peculiarly improper to omit, in this first official act, my fervent supplications to that Almighty Being who presides in the councils of nations, that His benediction may consecrate to the liberties and happiness of the people of the United States a government instituted by themselves. No people can be bound to acknowledge the invisible hand which conducts the affairs of men more than the people of the United States. Every step by which they have advanced to the character of an independent nation seems to have been distinguished by some token of providential agency. There exists in the economy of nature an indissoluble union between an honest and magnanimous policy and public prosperity. Heaven can never smile on a nation that disregards the eternal rules of order and right. The preservation of liberty, and the destiny of the republican model of government, are justly considered as deeply, perhaps as finally, staked on the experiment intrusted to the American people."—From Washington's First Inaugural.

The Executive Committee, in submitting the following summary of their preliminary activities, have thought it proper that Washington's words should constitute the foundation of this report. There can be no such thing as public safety unless the national affirmation "In God We Trust" becomes to the people of the United States something more than a mere form of words.

THE COMMITTEE'S APPOINTMENT AND DUTIES

The Committee of Public Safety appointed by the Governor of the Commonwealth met pursuant to call in the Governor's Reception Room at Harrisburg on Wednesday March 28, 1917. An organization was effected, officers elected, and the undersigned were chosen an executive body to act for the Committee between sessions.

Immediately after the adjournment of this notable meeting the Executive Committee met and appointed a sub-committee of three to perfect the preliminary plan of organization and to nominate Directors for each of the various Departments of contemplated activity.

DIRECTORS OF DEPARTMENTS

To receive the report of the sub-committee, a meeting of the whole Executive Committee was held on April 2d. The Governor sat with the Committee. The plan exhibited in the annexed chart was adopted and the persons indicated thereon were chosen Directors of Departments. Both at this meeting and subsequently a number of Vice-Directors were chosen and assigned to important subdivisions of activity. The names of those thus far selected appear upon the chart.

THE STATE APPROPRIATION

At the meeting on April 2d it was determined to request the Legislature to make to the Governor an appropriation of \$2,000,000.00 to be available for expenditure in the interest of public safety. Just as compulsory service is the only fair and democratic principle on which to base a system of national defense, so it seemed to the Committee that the financial burden necessary to public safety should rest upon all citizens alike and not merely upon a few generous volunteers. Whatever sum the Legislature may appropriate will be administered with economy, to the extent that the Committee may be in

control of its expenditure. A consideration of the field which this report covers in bare outline will indicate the necessity for a considerable expenditure if the Committee's work is to be prosecuted with effect.

TEMPORARY FINANCING

To meet the immediate need of the Committee for working capital and pending the passage of the appropriation bill, the sum of \$25,000.00 was generously advanced by Mr. E. T. Stotesbury. This advance has made it possible to secure headquarters suitable for efficient administration, to retain the services of competent publicity agents and to engage such clerical assistance as the volume of work makes necessary. All questions respecting the extent of financial aid to be furnished to local committees and the amount of money to be expended in the various fields of the Committee's work must remain unanswered till the Legislature has acted.

THE WORK IN OUTLINE

The function of the Committee is to provide for the safety of the Commonwealth in time of war. An adequate discharge of this duty may necessitate a wide range of activities and a large expenditure of money and effort.

Three general principles have been recognized in laying plans: The importance of co-operating with the Federal Government in every possible way; the desirability of including in the Committee's plan all activities that have elsewhere proved useful in war time; and the wisdom of delaying even work of pressing importance until it can be undertaken with a reasonable prospect of success.

No doubt disappointment has been felt in many quarters that the Committee have not so far responded definitely to the tenders of personal service that have

been so generously made by individuals and by organizations. The fact that it takes time and careful study to fit each volunteer into the niche in which he belongs is a fact that must not be overlooked. All tenders of service are being carefully recorded and as the work of the Committee develops it is hoped that a useful outlet can be found for all or most of these patriotic manifestations.

The Committee took an early opportunity to inform the Secretary of War that they had organized and were ready to cooperate with the Department, either directly or through the Advisory Commission to the Council of National Defense. The Secretary of War communicated with the Committee through Captain E. B. Cassatt, U. S. A. The Secretary's letter was as follows:

"I am unable at this moment to suggest definite lines of activity which would be useful for this distinguished Committee, chiefly because Congress has not yet acted upon the proposals of this Department for military legislation, and the things which the Federal Government is to do have not yet been separated from the things which it will be desirable to have done through the cooperation of State agencies. It has, however, become entirely clear that in this great work of organizing the Nation, the cooperation of committees representing the commonwealths of the country with the Council of National Defense will be very important, and I will be very glad to have the Chairman and his associates know that in a very few days, the Council of National Defense will ask his cooperation along definite lines. In the meantime, if you will convey the message to the Chairman, I will be glad to have him also assured that the War Department will be happy to call upon him independently of the Council of National Defense for such cooperation as specially pertains to the military establishment. Until the

lines of national action and expenditure have been laid, it would in all likelihood be wiser for the Pennsylvania Committee to deal only with emergency matters arising from time to time."

There are five principal divisions of public safety work: Administration, Relief, Equipment and Supply, Service and, finally, Transportation. Fifteen Departments have been organized under these various divisions. The administrative head of each Department is a Director who reports directly to the Executive Committee, but who will have a large measure of uncontrolled discretion in shaping the work of his Department. One or more Vice-Directors may be appointed to serve under him, each being assigned to an important subdivision of the departmental activity.

ADMINISTRATION

In the Division of Administration are four departments: (1) Finance, (2) Publicity and Education, (3) Legislation and (4) Allied Bodies.

1. Finance: It will be the function of the Department of Finance to act as a Committee of Ways and Means and to recommend to the Executive Committee all action involving financial policy. The Treasurer of the Committee will work in close touch with this Department. Certified public accountants will be retained to open the books of the Committee and to determine the principles of accounting which ought to be followed.

2. Publicity and Education: The Committee have deemed it advisable to secure the services of an expert in publicity work who will give his whole time to the service of the Committee. Effectiveness will in large measure depend upon the interpretation

to the public of the Committee's aims and plans. The Committee have accordingly retained, with the approval of the Director of the Department, Mr. Ivy L. Lee, whose experience and achievements in publicity work place him in the front rank of his profession. Mr. Lee will act as publicity counsel to the Executive Committee and as supervisor of the local staff of the Publicity Department, keeping in constant touch with every department of activity.

3. Legislation: Whenever the Executive Committee approves a policy or measure which requires legislation to give it effective expression, the task of framing the appropriate statute and of causing its introduction into the Legislature becomes the duty of the Department of Legislation. Various measures are under consideration by several of the Departments which, if approved for adoption, will require the services of this Department. The Department may also pass upon proposed legislation in the first instance and recommend it for the approval of the Executive Committee.

There has already been referred to the Department a proposed Act entitled "An Act Amending Section 1 of the Act of June 23, 1885, (P. L. 145) entitled, 'An Act to protect oil, gas and water wells, tanks, pipes, and machinery connected therewith and to prevent wilful and malicious injury thereto;' extending the provisions thereof to reservoirs, stand-pipes, pumping stations, power houses, and other buildings or appliances used for the supply of water or electric current," drafted by the Local Committee of Public Safety in Allegheny County.

4. Allied Bodies: The function of this Department will be to relate the activities of the Committee of Public Safety to those of all bodies working in

similar fields, including the Public Safety Committees acting under the appointment of Governors of other States. Co-operative contact is being established with local branches of The National Security League and other patriotic and defense organizations. It is hoped also to establish, as far as possible, similar contacts with agricultural organizations, with the State Fireman's Association of Pennsylvania, with Fraternal Organizations, with Learned Societies, and with Churches and Religious Societies, to the end that the State and Nation may have the benefit of the universal desire to serve, but with a minimum of duplication of effort and resulting loss of power.

RELIEF

In the Division of Relief are two Departments:
(5) Sanitation and Medicine and (6) Civic Relief.

5. Sanitation and Medicine: This Department will co-operate with the Federal and State authorities, with the American Red Cross and with other agencies working in the same field. The equipment of base hospitals, the supply of ambulances, the furnishing of surgical dressings and supplies and many similar activities fall within the Department's scope. As far as possible, however, the Department will work through the agencies above designated and will supplement their efforts only in case this proves necessary. In case a day is set apart by the President of the United States for raising a large sum of money for necessary Red Cross expenses, the state-wide organization of the Committee of Public Safety may enable it to be of material assistance in this important task.

6. Civic Relief: Within the scope of this Department fall all the activities connected with the relief of dependent families and all measures neces-

sary to be taken in connection with social and moral problems that are the incidents of a state of war. A detailed plan of co-operation with social agencies and social workers throughout the State is being worked out by the Director of this Department. The resources of every social and relief organization will be taxed to the uttermost to prevent the recurrence in this Commonwealth of the moral evils which elsewhere have proved to be incidents of mobilization camps and other centers where large groups of men are gathered. There will no doubt also be great catastrophes to be dealt with, similar in magnitude to the recent tragedy at Eddystone. In such emergencies it is essential that some one organization shall have its representatives upon the ground to act as a clearing house of information and to render service in co-ordinating the activities of the several relief agencies without infringing upon the prerogative of any of them. It is possible that the Committee of Public Safety may prove to be of use in this way.

EQUIPMENT AND SUPPLY

In the Division of Equipment and Supply are four Departments: (7) Food Supply, (8) Materials, (9) Industrial Plants, and (10) Motors and Trucks.

The project of making an industrial survey of the resources of the State is one that directly concerns the Directors of these four Departments. They have accordingly been made a Divisional Committee with the duty of reporting to the Executive Committee at an early date whether such a survey should be undertaken and, if so, what its scope should be.

The ultimate purpose of the survey would be to furnish information to the Federal Government in connection with the arming, equipment and maintenance of a National Army. It is known that the

Advisory Commission to the Council of National Defense have made much progress in collecting industrial data throughout the country. There is some question, however, how far those data are in such form as to be available for emergency use. Had the Commission been in a position to prosecute its work for a series of years the results would no doubt have been most remarkable. As it is, it may be necessary to gather together the maximum amount of information in a minimum of time; and in this service the States may be able to render valuable service. Whatever is done should be done in close co-operation with the Federal agencies. A report on this subject from the Divisional Committee may be expected at any time. Obviously the making of such a survey is one of the most important undertakings to which the Committee can address itself. No doubt the valuable co-operation of the State authorities will make the task easier than it otherwise would be. To do it properly, however, will require much well-directed effort and will involve a considerable expenditure of money.

7. Food Supply: It would be difficult to exaggerate the importance of the work to be done in this field. It may be that we are facing a serious food shortage in the State and Nation. The task of awakening the people of the Commonwealth to the seriousness of the situation is closely related to the making of wise practical suggestions respecting possible remedies. These responsibilities the Department is preparing to undertake. It is hoped that, with the approval of the Secretary of Agriculture, statements can be issued respecting the cultivation of waste spaces, no matter how small, the substitution of necessary crops for luxuries, and the elimination of waste in food production, handling and consumption. Perhaps

the most serious aspect of the problem is the shortage of agricultural labor. Where, however, the farm and the farmer are unable to attract laborers, the appeal of patriotism may succeed. A call to men to enlist for necessary labor may be made as compelling as a call to arms. It is possible that it will become the duty of the Committee to make such a call. It is also possible that the Committee may be of use in cooperation with the local Labor Exchange and with such Agricultural Intelligence Bureaus as may be developed to inform producers of points where their produce is most needed and to inform consumers where their needs are most likely to be met.

8. Materials: In this Department falls the important task of determining with exactness the available resources of the State in minerals and in all materials (other than food products) which themselves enter into industrial processes. The equipment and maintenance of a National Army of not less than a million men will involve an additional drain upon supplies of certain classes of materials and the ability to mobilize many classes of materials with confidence and rapidity.

9. Industrial Plants: The Industrial survey must, of course, take account of the productive capacity of all the plants in the Commonwealth which are or may be engaged in food supply or in the production of things needed by an army in training or in the field. A large amount of information exists respecting the producing power of Pennsylvania in these directions, but it is apprehended that much of the available information lacks detail which is essential to its highest use. It is not enough to know (for example) that great quantities of munitions can be produced in this State. The question is to what extent weapons

can be produced which are in accordance with War Department standards and how fast ammunition can be supplied which fits the guns with which our National Army is to be equipped. There has been a vast amount of loose and misleading talk respecting munition production. This must not be confused with the accurate and reliable statistics which alone can be of use in a real emergency.

10. Motors and Motor Trucks: In advance of the making of an exhaustive inventory of the motor resources of the Commonwealth it will doubtless be desirable to make a preliminary list of such motor vehicles as can be quickly located whose owners are willing to give them freely to the Government or to pledge their use for a limited time upon condition that a reasonable compensation will be paid in the event of ultimate appropriation.

SERVICE

In the Division of Service are four Departments: (11) Civilian Service and Labor, (12) Military Service, (13) Naval Service, and (14) Guards, Police and Inspection.

It will be within the scope of the duties of the Departments included in this Division to co-operate in making an enumeration, census or compulsory registration in case the Federal Government puts such a responsibility upon the States. The difficulties in the way of standardizing a census sufficiently to make the work of the several States available for use by the Federal Government is a difficulty so great that it is to be hoped that only a national census will be taken and that it will be directed from Washington. If, however, a different policy is adopted, Pennsylvania must be ready to do its share and a Divisional Com-

mittee consisting of the Directors of the four Departments of Service will be charged with this important duty. Independently of the making of a census it will be the function of these four Departments to provide some useful and satisfactory outlet for the support of voluntary service which is manifesting itself daily on the part of men and women. This patriotic impulse must be capitalized for the good of the nation. To allow it to spend itself with no definite result would involve the loss of a great national asset. On the other hand, to attempt to assign at once a definite task to each person as and when he volunteers is obviously to attempt the impossible. To deal with this situation the National Service Reserve is being planned and the project has met the hearty approval of the Secretary of War. It is proposed that men and women shall be given an opportunity to make to the President of the United States a pledge of service throughout the war within this country or without, in any capacity, military or civil, to which the President may cause the volunteer to be assigned.

The volunteer will further agree that a request to those engaged in the occupation in which he may be at work to continue in such occupation in aid of the military efforts of the United States, will be obeyed as the equivalent of a call to arms.

Those who make the pledge will be entitled to wear chevrons or other insignia indicating that they have recorded themselves as ready to serve their Country and that, pending a call to some duty other than their daily task they are to be classed among recruits and not among slackers.

11. Civilian Service: This Department is concerned with all non-military activities, both of men and women, and will be called upon to study the problems of labor supply and mobilization. The

proclamation of the President, issued under date of April 16th, marks out a field of opportunity for this Department, as well as for the Department of Food Supply. Both Departments should unite in giving to the proclamation the widest possible publicity throughout the State and in presenting to the people of the Commonwealth detailed plans and suggestions for carrying the President's recommendations into effect. The enrollment of women has actually begun in Philadelphia under the direction of the Vice-Director assigned to this duty and through the agency of the Emergency Aid Society. It has already been found that the patriotic appeal is influential in persuading women to earn their livelihood in an indicated field of work where their labor is needed rather than in some other accustomed field in which their labor is not so greatly needed. It is proposed to extend and expand this excellent system of enrollment throughout the State.

12. Military Service: Unless Congress rejects the President's recommendation, the military policy of the country for this war will be based upon the principle of compulsory service uniform in its application to all persons of the same class. The Executive Committee affirm with confidence that such a system, having due regard to the necessity of continuing in their present occupations those who can thus render their best service to this Nation, is the only democratic fair and effective system upon which the defense of the country can be planned. To enter this war with those only in the ranks whose spirit impels them to enlist would mean that only a small part of the Nation would be battling for democracy while the masses of the people look on. Instead of nationalizing America such a policy would foster class spirit and breed disunion. All classes must fight as comrades in war

time if they are to dwell together in unity in times of peace.

The primary duty of this Department will be co-operation with the Federal Government in the creation of the National Army. The precise form which this activity will take cannot be determined until Congress has acted. In any event there must be recruiting for the Officers' Reserve Corps and for the camps in which applicants for commissions in the corps are expected to be trained while the National Army is in process of being raised. If it is determined to attempt to bring the Regular Army or the National Guard, or both, up to full war strength an important recruiting duty will devolve upon the Committee. Once the plan of National Defense has been determined by Congress the duties of this Department will become active and urgent.

13. Naval Service: In this Department falls the work of recruiting for the Navy, the Naval Militia and the Naval Coast Defense Reserve. As far as Pennsylvania is concerned the naval activities of the Fourth Naval District center at the League Island Navy Yard. Every effort is being made to co-operate with those in authority. As yet no authoritative announcement has been made of any plan of organization or other details respecting the defense of the district. This no doubt will be forthcoming in time and the work of recruiting can be conducted intelligently when it is possible to place before men accurate information respecting the service for which they are asked to enlist. In Philadelphia recruiting for the Navy is under way and also for the Reserve. The Department of Naval Service, the Local Committee of Public Safety appointed by the Mayor of Philadelphia, the Naval Training Association, and the Local Branch of the Navy League are co-operating with effect.

14. Guards, Police and Inspection: It is important to make provision for guards at specified points of danger, for auxiliary police to supplement existing forces, and for watching the movements of suspected persons and their activities at suspicious places. The primary duty of guarding and policing rests, of course, upon the local authorities. Where necessary this must be supplemented by the service of the National Guard and of the State Police. It is not improbable, however, that in many localities a home guard will be needed in addition to all other forces. The members of such an auxiliary force might be sworn in as deputy sheriffs or as reserve policemen. Such groups are actually being formed in various places, and in some instances are under instruction by men detailed for the purpose by the commanding officer of the State Police who is also the Director of this Department. The recent increase in the State Police Force is most timely, both because of the great need for added strength and also because of the increased number of instructors who can now be detailed to train local volunteer guards.

An interesting and important experiment is being tried in Philadelphia. The Home Defense Reserve is being formed of married men of all ages and of single men over forty-five, who are enrolled as auxiliary policemen. They are to be under the control of the Mayor through the Director of Public Safety. Mobilization is to be effected from the various police stations throughout the City and it is expected that at short notice the places of all the regular policemen can be filled by trained substitutes, leaving the regulars free to proceed to any point where an emergency requires their presence in force. Particulars respecting the organization, drill, equipment and mobilization of the force are available. It may turn out that

this is the best system of home guards that can be put into operation throughout the State.

TRANSPORTATION

15. **Transportation:** In this Department are embraced the following: Railroads, Electric Railways and Motors and Highways and Waterways. Each of these subdivisions will be under the control of a Vice-Director.

The railroad problem is only secondarily a matter of State concern. The railroad system of the country is to be operated as a unit, and in conformity with plans worked out in consultation with the Advisory Commission to the Council of National Defense. There is not likely to be room for much local assistance to the Government in this field.

The problem of transportation by Electric Railways and by Motor Vehicles of various sorts is one which deserves and will receive careful study. When it is remembered that in the Battle of the Marne the turning of Von Kluck's flank was accomplished by the sudden arrival of a division hurried from Paris in taxicabs, the possibilities of motor transportation become clear.

The subject of Highways and Waterways is one of great importance. The availability of rivers, canals and roads and the solution of various problems connected with their use are matters requiring serious consideration. The condition of the roads throughout the State should receive careful study. The extent to which the State should postpone till private employment is scarce the expenditure of public funds in road-building and canal-digging is an economic question of the first magnitude.

LOCAL COMMITTEES OF PUBLIC SAFETY

It will be remembered that the plan of organization adopted at Harrisburg contained the following provision:

“Local Committees of Public Safety to be organized throughout the State, under the direction and official leadership of the members of the State Committee of Public Safety resident in each locality; the activities of these local Committees to include the submission of such reports and suggestions as they may think proper to the Executive Committee and to undertake in their respective localities such activities as the Executive Committee may authorize from time to time.”

The work of dividing the State into suitable districts is not yet complete. The Governor has expressed his intention of appointing a local Committee of Safety in each of these districts. It is on the co-operation of all these local bodies that reliance must be placed if the work of the State Committee is to be really effective. The disaffection of local Committees and entire independence of action on their part would be likely to reduce the value of the Committee's work to a minimum.

In an effort to indicate fields of useful activity for local Committees a letter was recently sent to every member of the State Committee. It is hoped that every organization formed in a district in which the Governor appoints a local Committee of Public Safety will relate itself to that Committee and become a branch thereof. In this way the Executive Committee of the State Committee will be kept in touch, through the local Safety Committees, with every similar organization in the State. The task of corresponding with all Local Committees and the correlation and standardizing of their activities bids fair to require the entire time of a man of capacity and experience.

For this reason the Executive Committee have secured the services of Colonel Frederick Taylor Pusey who has been assigned for the time being to work connected with the local Committees and whose effort it will be to establish effective communication with them all.

FURTHER REPORTS

This report, it is hoped, will interpret to the members of the State Committee the plans and policies which the Executive Committee are striving to develop. As the work proceeds further reports will be made. In the meantime every member of the State Committee should feel that he has a direct and responsible part to play in providing for the safety of the Commonwealth. Suggestion and advice from each member are earnestly desired. Members should make it their business to call at headquarters as often as possible and so keep in touch with all that is being done. It may be that the period of stress upon which we are entering is to be of short duration. On the other hand, we may be facing a long and painful experience of the sort that tries men's souls. Whatever may be in store for us, we can face the future with confidence only in case we are prepared for the worst. It is preparation of this sort at which the Committee aim.

Respectfully submitted,

GEORGE WHARTON PEPPER, *Chairman*

E. M. C. AFRICA

W. W. ATTERBURY

A. C. DINKEY

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ARTHUR W. SEWALL

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COL. L. A. WATRES

HOMER D. WILLIAMS

B. F. JONES, JR., *Vice-Chairman*

EFFINGHAM B. MORRIS, *Treasurer*

SYDNEY P. CLARK, *Secretary*

STATE

COMMITTEE OF PUBLIC SAFETY

EXECUTIVE COMMITTEE OF TWELVE

Finance	1	Division of Administration
Publicity	2	
Legislation	3	
Allied Bodies	4	
Sanitation and Medicine	5	Division of Relief
Civic Relief	6	
Food Supply	7	Division of Equipment and Supply
Materials	8	
Plants	9	
Motors and Motor Trucks	10	Division of Service
Civilian Service and Labor	11	
Military Service	12	
Naval Service	13	Division of Transportation
Guards, Police and Inspection	14	
Railroads	15	
Electric Railways and Motors		
Highways and Waterways		

